

# Analysis Relationship Regional Representative Council and Local Government in Regulation Making of Alleviation Poverty in West Sulawesi Province

Juanda Nawawi

Department of Politics and Government, Faculty of Social Sciences Hasanuddin University, Makassar, Indonesia

**Abstract-** This research purpose was to describe and analyze the relationship between Regional Representative Council and Local Government in the making of local legislation of the alleviation of poverty. The result of this research showed that the relationship between, Regional Representative Council and Local Government in the making of local legislation is the diametric relationship. The relationship can be seen from the aspiration of society, public policy delivery budgets priorities and basis of the temporary budget by the local government to the parliament to be discussed and agreed upon. Then the local government to submit a draft regulation on the budget along with an explanation of the supporting documents to Regional Representative Council to be discussed and approved regulations.

**Index Terms-** Local Government, Poverty, Regulation, Relationship, Representative Council.

## I. INTRODUCTION

The Republic of Indonesia Country as a unitary state that follows decentralization principle in the implementation of administration, with extending opportunity and authority to the district to implement regional autonomy. Because of that, article 18 of the 1945 basic law that the unitary state of the republic of Indonesia divided into province districts and those province districts divided into regency and city, which are every province, regency, and city, has district government that has been ruled by the legislation. Thereby, the 1945 basic law is the stronger basic to implement autonomy with giving extensive authority, obvious and responsible to the district.

The Legislation Number 32 Years 2004 about Local Government has been revised become The Legislation Number 23 Years 2014 to its principle regulate the implementation of local government that more give priority of decentralization principle implementation. The grounded matters in The Legislation Number 23 Years 2014 about Local Government is to encourage for empowering society, make initiative and creativity grow, increasing the society role, evolving the role and function of Regional Representative Council.

The Legislation of Number 32 Years 2004 about Local Government has been revised become The Legislation of Number 23 Years 2014 gave confirmation that Local Government function as the executive body and Regional Representative Council as the local legislative body. The explicitness related to the function of this both institutes gives benefit to the democratization process in the implementation of

government in the region. The explicitness function is also become possibility "check and balances" to attain the good government order (good governance), such as the participative government, justice, transparent and accountable.

In the Local Government system, the relation of Local Government and Regional Representative Council is work relationship that its position is equal and the character as a partner. This is means that both of them – Local Government and Regional Representative Council – has the same position and equal. That is the way in the implementation both of function together make Local Regulation include a regulation making of Local Budget. This means that both of them has the relation which supports each other, not become an enemy or rival each other.

The Local Budget according to the Government Regulation Republic of Indonesia Number 58 Years 2005 named that The Local Budget has been planned orderly, obedient to the laws and regulations, efficiency, economical, effective, transparent, and responsible with pay attention to justice principle, properly, and benefit to the society.

But in the reality there is strong impression that blossom out in the society that regulation-making process of The Local Budget, until has been considered into Local Regulation does not use the belief principles in the execute of good government order (good governance), but it's more made as interest base of the regulation making actors – agency of Local Government and Regional Representative Council Members include of individual interest, group, and party.

The result of Local Budget regulation-making process, that caused the society interest as guaranteed in the laws and regulations become ignored that especially related to alleviated poverty efforts in that local government area. Besides that, Local Budget has been estimated does not have synchronization with Local Budget of City Regency. From that phenomenon that has been expressed above, the focus of this article is how is the relationship between local government and Regional Representative Council in a regulation making of Local Budget. Whether the local government apparatus and Regional Representative Council members in the Local Budget regulation making pay attention to Good Governance principle, and whether the outcome of Local Budget can ward off poverty significantly.

The purpose of this research are to describe and analysis the relationship of Regional Representative Council and local government in the local regulation making of, the application of good governance principle by the local government and Regional Representative Council members in the Local Budget regulation

making, and the Local Budget that has been made and resulted by Regional Representative Council and Local Government can ward off poverty problem in West Sulawesi province.

## II. RESEARCH METHOD

The research method that used is a qualitative method with case study strategy research. The data aggregation technique is interview, observation, and document study. The respondent consists of local government apparatus and Regional Representative Council members, society personage, and NGO which their take has been doing by purposive sampling. The data has been analyzed with descriptively.

### **The Result Research and Discussion the Relationship of Local Government and Regional Representative Council in Regulation Making of Local Budget**

One of the basic assumption that autonomy regulation had been applied is reinforcement of society by local government institutional, they are local government and Regional Representative Council. This reinforcement is purposed to open the opportunity of public regulation in the local area that had been become of local authority.

From the result of research showed that relationship of local government and Regional Representative Council as government institute in the regulation making of Local Budget can be seen from a few aspects, those are: (1) the absorption of society aspiration, mechanism or medium that used in absorb society aspiration in local regulation making of Local Budget, the local province government party of West Sulawesi use mechanism of society meetings include looking for the poverty problem. Besides direct meetings between the local apparatus government with society, also the looking for input by the conventional ways such as Local Conference or *Musbangdes/Rakorbang* and field observation in the process arranging of local regulation of Local Budget. The Regional Representative Council party as local legislative institute and as executor element of local government has order to absorb society aspiration as tugas menyerap aspirasi masyarakat as material in discussion of local regulation making of Local Budget, mechanism and and medium that used to absorb society aspiration with doing direct meetings with society and also field observation with constituent visit although direct aspiration acceptance from society who come from Regional Representative Council office, (2) discussion of local regulation program of Local Budget, the local government of West Sulawesi Province followed by governor decision Number 540 Years 2015 about team formation of local government estimate of West Sulawesi Province with order to make local government order program; doing discussion and decision of local government order program; and arrange program of The General Policy of The Budget, and the program of The Priority of The Provisional Budget Ceiling. The local government extend the program of The General Policy of The Budget and the program of The Priority of The Provisional Budget Ceiling to Regional Representative Council for discussing. The General Policy of The Budget and The Priority of The Provisional Budget Ceiling persistent refers to the general policy and local development

program of The Draft Medium-Term Regional Development of West Sulawesi Province in 2012-2016.

The Regional Representative Council party of West Sulawesi Province as institute of The Regional Representatives and as element of local government executor, that can be seen by discussion mechanism of local regulation program of Local Budget in 2014-2015 that has been submitted by the local government to The Regional Representative Council, has been accepted by Regional Representative Council's secretariat, and Regional Representative Council's secretariat extend the general policy program of budget and and the priority of the provisional budget ceiling to the Agency Budget that formed based on decision of West Sulawesi Province Regional Representative Council Number: 10 years 2012. The Agency Budget is the completeness medium of Regional Representative Council that has order to give suggestion and opinion as principal mind's of Regional Representative Council to the local government to draw up the draft of The Local Budget. At least 5 months before established, doing discussion with budget local government team to the draft of The General Policy of The Budget and the Priority of The Provisional Budget Ceiling that extended by the local government, (3) the decision of local regulation program of Local Budget. The local regulation draft that initiative came from the local government that suggested by the local government budget team of West Sulawesi Province to Regional Representative Council. Before it is legitimated become local regulation of Local Budget in 2015 by the local government and the Regional Representative Council in the plenary assembly, although from the local government party or the Regional Representative Council extend the principal minds, those are: (a) the regional budget confine equal maximum with the budget of last year, (b) the regional budget has been prioritized to fund budget that bonding and budget must assure the acquirement directness of society basic service of West Sulawesi Province.

The relation of local government and Regional Representative Council in regulation making of Local Budget is the institutional relation. The practice that happened in the relation between local government and West Sulawesi Province Regional Representative Council inclined opposite diametrically. As the element of the local government, the local regulation are made together by with Regional Representative Council, it means that initiative of regulation making of West Sulawesi Province Local Budget are from the Local Government and not from Regional Representative Council.

### **The Local Regulation Making of Local Budget and The Application of Good Governance Principle**

The general principles and The Local Budget in the government regulation Number 58 years 2005 about management of local finances, consider that local finances have been planned orderly, effectively, transparency and responsible with observe the principle of justice, properly, and benefit for society. The planning of local finances is held by one system that integrated and creates in The Local Budget.

The Local Budget is one unit that consists of: the local income, local budget, and local defrayal. The arranging of West Sulawesi Province Local Budget by the local government apparatus and The Regional Representative Council be guided by The Work Plan of Local Government. The Work Plan of Local

Government is the analyze of West Sulawesi The Draft Medium-Term Regional Development 2012-2016 in period of time one year that make local economy draft, development priority and local obligation, the measurable work draft and its fund, such as held by province local government directly although the way in which encourage society participation. The Work Plan of Local Government of West Sulawesi Province in order to assure the relevance and consistency between planning, budgeting, implementation, and monitoring.

Based on the result research showed that in arranging of The Work Plan of Local Government of West Sulawesi Province years 2015, principles also arranging mechanism has been seeking to be directed by the local government apparatus that gather with Local Budget Government Team consist of: (1) optimize engaging the society participation in absurd society aspiration, by the seminar open discussion, workshop, or forum discussion, (2) oriented to the problem solving and sensitive to the society condition development, (3) oriented to the performance development, (4) oriented to five regulation to West Sulawesi Province development, such as: (a) increase human resources quality, apparatus, (b) increase the medium infrastructure quantity and quality and also economic growth, (c) increase Natural Resources quality in the education sector, (d) strengthen Natural Resources in health sector, (e) utilization of natural resources ongoing.

The arranging of the work plan of local government as many as 32 unit of The Local Government Unit and 234 work programs that be guided by The Draft Medium-Term Regional Development of West Sulawesi Province comprehensively based on the government concerned is the obligation duty and alternative duty which needs budget that could be allocated in The Local Budget years 2013-2014. The arranging of every The Local Government Unit as work plan of local government constant to pay attention of the arranging principle of The Local Budget. Based on facts that showed the arranging budget in every local government unit refers to the regulation of The Minister of Internal Affairs Number 37 years 2014 about orientation the arranging of local budget and cost years 2015 consist of: (1) appropriate with the government executor needs based on The Local Government Unit authority, (2) transparency of The Local Government Unit budget to facilitate the society to know and can access more information about the budget of every The Local Government Unit and its application, (3) engaging the society participation in order to get inputs from the society from various forums to arranging The Local Government Unit. This condition describes that the arranging of Local Budget that has been done by the local government apparatus of West Sulawesi Province has not applied Good Governance principle completely include the budget spending efficiency and effectively and accountability of the budget spending.

Based on the facts that obtained by interview result with the actor of local government apparatus and Regional Representative Council members. The arranging of The Local Budget years of 2015 whereas the local government constant to pay attention to The Minister of Internal Affairs Number 32 years. The arranging principle of The Local Budget refers to: (1) the needs of local province government executor based on the government's business and authority from government to the local province government, (2) following phases and time schedule of The

Local Budget arranging years 2015 as same as like in the laws and regulation, (3) the openness information of The Local Government Unit budget by web to make easier the society to access information about The Local Budget, (4) encourage the participation level of society, (5) pay attention of justice principle and properly in the budget spending, (6) to seek of The Local Budget arranging that not be in contradiction with public interest and the high level of regulation.

The Arranging and Decision of The Local Budget. The local province government of West Sulawesi Province extend the public policy of The Local Budget that collateral with the work plan of local province government of West Sulawesi Province, as a base of the arranging of The Draft of The Local Budget to Regional Representative Council to discuss in the first talk of The Draft of The Local Budget. Based on the Local Budget public policy that has been agreed with Regional Representative Council, the local government with Regional Representative Council discuss priority and The Provisional Budget Ceiling to make into the reference for every The Local Government Unit. The discussion of public policy of Policy General Local Budget Revenue and Expenditure and priority of The Provisional Budget Ceiling both of actors, they are the local government apparatus and Regional Representative Council members that involve into the discussion of The Local Budget must pay attention of society participation by society input of development budget allocation to increase society welfare, estimate transparency that could be accessed by the society. Then The Head of The Local Government Unit arranging the work plan and budget of The Local Government Unit that in ordered based on the achievement. Work plan and budget followed with expenditure estimate for the next year. The work plan and The Budget of The Local Government Unit extend to Regional Representative Council to discuss in the first talk of The Draft of The Local Budget. The result of the discussion between The Regional Representative Council and the local government is communicated to the officials of the regional finance manager as matters to arranging local regulation draft of The Local Budget. The next process is the local government of West Sulawesi Province proposes the local regulation's draft about The Local Government follow with the explain from documents to The Regional Representative Council to discuss and agreed. The Local Budget that has been agreed by The Regional Representative Council has details until unit organization, function, program, activity, and expenditure kind of The Local Government Unit.

The Local Budget of West Sulawesi Province that made and agreed together between the local government and The Regional Representative Council showed a condition about arranging and a decision of The Local Budget by the actors, such as the government apparatus party although The Regional Representative Council's members. On the other hand showed the application of a few good governance principle, and the other is less accurate in the calculate and budget allocation that caused The Local Budget's deficit in 2015. From the efficiency level and effectiveness less get attention from the actors. The other words are the efficiency and effectiveness principle in the good governance has not applicated yet by the local government apparatus and The Regional Representative Council's members



who involved in the arranging, discussing, determining of The Local Budget.

### **Contribution of The Local Budget and The Alleviation of Poverty**

The Local Budget of West Sulawesi Province is one of the unity that consists of: local income, local expenditure, and local cost. The Local Income includes all of the accepted money from The Account of The Regional Treasury that increase equity fast cost, that from the local right in one year of the budget that does not need to be paid back by the regional. The local income consist of: The Original Local Income, fund balance, and the legal of local income others; the fund balance consist of: fund output divided, the general allocation fund and the special allocation fund; and the legal local income others that include all of the local income except The Original Local Income and fund balance include grant, emergency fund, and other income that has been applied by the government.

The local expenditure consists of all the expenditure from The Account of The Regional Treasury that diminished equity fast cost that becomes the local duty in one year's budget that never gets back the payment by the region. The local expenditure uses in the implementation of government business that becomes the local province government authority, the regency in West Sulawesi that consist of the duty business and the selection business that decided with laws and regulation certainty. The expenditure of the duty business executor must be the priority to protect and increase the quality life of society in order to fulfill the local duty created in the upgrading of local services, education, health, social facilities, and public facilities that proper and also evolving social guarantee system. The duty business besides increases the quality of the society, in the other hand priority to alleviate poverty. The Poverty is a complex problem that influenced by related factors, they are income level, health, education, the access to goods and services, geographic location and area condition.

From the result research showed that the regulation of local expenditure of West Sulawesi Province that describes in the Local Government has made efforts with the rule of financing system that proportional, efficient, and effective based on principle: (1) pro-growth, (2) pro-poverty alleviated, (3) pro predatory of employment to through unemployment level, (4) pro-human development, (5) pro area conservation. These are doing with the budget-based work phenomenological, The Framework of Budgeting Medium-Term and the unified budget. In the relevance with poverty problem in West Sulawesi Province, the total presentation of poor inhabitant on March 2007 until March 2010 straight showed the decrease from year to year, that is from 189,9 thousand inhabitant (19,03%) on March 2007 become 141,3 thousand inhabitant (13,58) on March 2010. But on period of March 2010 until March 2011 increase experienced as big as 23,5 thousand inhabitants (0,31%), on March 2012 the total poor inhabitant in West Sulawesi Province are 160,5 thousand inhabitant (13,89%) and on the 2013 years until 2015, data about the total poor inhabitant be guided by 2012 years (The Central Bureau of Statistic of West Sulawesi Province).

In the era of 2012-2016 years, the local expenditure regulation in The Local Budget of West Sulawesi Province has

been allocated to the public expenditure that touch directly the small society include of the society who be in the poor line. The direct expenditure is an obligation of the local government and the expenditure allocation policy has not been directed to (1) upgrading of services to the society with effectively and efficiently by the raising of motivation, discipline, work ethos and local government apparatur mobility, (2) encouraging society organization in the urged the government's duties, (3) facilitating the regency government in the acquirement and increase of the local finance capability, (4) handling of poverty problem.

For the West Sulawesi Province the allocated of regional expenditure that consist of indirect expenditure consists of employee expenditure 45,18% as compare to social effort expenditure for tackling poverty 0,33%, social effort expenditure to the society group 21,9%. This condition describes the local expenditure such as direct expenditure or indirect expenditure that in being Local Budget to tackling poverty still small relatively, in the means of the contribution of The Local Budget has not significant could through poverty problem in West Sulawesi Province. But on the other hand, there are many local government's efforts of province and regency in West Sulawesi to overcome poverty problem include of empowering the village society which known as "The Rise of Mandar Program" it is the autonomous village development based on society. The Rise of Mandar Program is the program of West Sulawesi Province local government in the tackling poverty. The organization structure of The Rise of Mandar Program begins from province level until to village level from the government (province government/ The Local Government Unit, the regency government, subdistrict, village claim ability to play the role as development catalyst to encourage social transformation to give contribution to tackling poverty in West Sulawesi Province.

The type of The Rise of Mandar Program that the fund comes from The Local Budget that submitted to The Local Government Unit of province and regency as like as training economy activity of society and development of superiority commodity in every village in region The Rise of Mandar with training to the village society that are in the six regencies: Mamuju Regency, Middle Mamuju, Mamasa, Polewali Mandar, Majene, and North Mamuju.

The paradigm displacement of the government implementation from centralization system to decentralization system with the born of The Laws Number 22 Years 1999 then revised become The Laws Number 32 Years 2004 about The Local Government where both of governments can implement their function each other, the local government as the local executive and Regional Representative Council as the local legislative. In The Laws Number 32 Years 2004 and was revised become The Laws Number 23 Years 2014 explained that the local government is the executor of government's duty by the local government and Regional Representative Council according autonomy principle and co-administration with the broadest autonomy principle on the principles system of the unity republic state.

### **III. CONCLUSION**

The Laws Number 32 Years 2004 was revised become The Laws Number 23 Years 2014 about the local government

mentioned that the local government executor is the local government and Regional Representative Council. Both of the local government are the elements of the local government executor. The relation of the local government and Regional Representative Council of West Sulawesi Province in the local regulation making of The Local Budget years 2015, in practice happened that relation both of government institute disposed be faced with diametrical appropriate with position, assignment, and authority. The local government and Regional Representative Council together discuss and agree the local regulation's draft. The local regulation's draft of The Local Budget initiative came from the local government, and the draft of the local regulation together with Regional Representative Council discuss and approve the local regulation's draft become the local regulation Number 5 years 2015 about local regulations of The Local Budget.

The Local Budget of West Sulawesi Province year 2015 is a unit that consist of local income, local expenditure, and local defrayal. The Local Budget could be seen from principles and The Local Budget structure, orientation of The Local Budget arranging, arranging and decision The Local Budget in the The Local Budget structure, planning of the local finance is doing with orderly, economical and obedient to The Laws and local government apparatus and Regional Representative Council member that involve in the arranging and discussing of The Local Budget be guided by regulation of The Minister of Internal Affairs Number: 37 Years 2012 about the orientation of The Local Budget arranging and pay attention a few principles of good governance those are society participation, transparency and accountability.

The Local Budget of West Sulawesi years 2015 that established with The Local Regulations Number 5 Years 2015 about local regulation that consist of local income, local expenditure, and local defrayal. The local government and Regional Representative Council in arranging, discussing and establish of The Local Budget less sensitive in the alleviation of poverty in means of not pro-active (poor society). This is can be seen from posture budget especially local expenditure that small relatively and less significant in alleviate of poverty. On the other hand there are the government efforts to tackling poverty problem with the budget that came from The Local Budget that definite relatively in every The Local Government Unit that is "The Rise of Mandar Program" that based on the village society.

## REFERENCES

- [1] Anderson, J. E. (1979). *Public Policy Making*. New York: Holt, Rinehard and Winstan
- [2] Cress well, John W. 1994. *Research desain Qualitative and quantitative Approaches*, London-New Delhi; International educational and profesional publiser
- [3] Astawa, P. I. G. .2002. *Problematika peraturan daerah Tantangan dan Peluang Berinvestasi di Era Otonomi Daerah*. Makalah disajikan dalam seminar Nasional "Expose Potensi dan Peluang Bisnis di Provinsi Riau" di selenggarakan perhimpunan Mahasiswa pasca sarjana Riau Bandung 19 Oktober 2002.
- [4] Dye, T. R. (1972). *Understanding Public Policy*. NJ: Prentice hall Inc.
- [5] Easton, D. (1965). *Framework for Political Analysis*. NJ: Prentice Hall, Inc.
- [6] Hofferbert, R. L. (2000). *The Study of Public Policy*. New York: The Boobs - Merrill Inc.
- [7] Saad, M. (2011). *Analisis Pembuatan Kebijakan Anggaran Pendapatan dan Belanja Daerah (APBD) Kota Makassar*. Disertasi Universitas Hasanuddin Makassar
- [8] Warstiono, S. (2009). *Manajemen Pelayanan Publik Suatu Analisis*. Bandung: Remaja Rosdakarya.
- [9] Undang-Undang RI Nomor 32 Tahun 2004 *tentang Pemerintahan Daerah*.
- [10] Undang-Undang RI Nomor 17 Tahun 2003 *Tentang Keuangan Negara*.
- [11] Peraturan Pemerintah RI Nomor 58 Tahun 2005 *Tentang Pengelolaan Keuangan Daerah*.
- [12] Peraturan Pemerintah RI Nomor 54 Tahun 2005 *tentang Pinjaman Daerah*.
- [13] Peraturan pemerintah RI Nomor 55 Tahun 2005 *Tentang Dana Perimbangan*.
- [14] Peraturan Pemerintah Nomor 56 Tahun 2005 *Tentang Sistem Informasi Keuangan Daerah*.
- [15] Peraturan Pemerintah Nomor 57 Tahun 2005 *Tentang Hibah Kepada Daerah*.
- [16] Peraturan Pemerintah Nomor 58 tahun 2005 *Tentang Pengelolaan Keuangan Daerah*.
- [17] Peraturan Daerah Nomor 05 Tahun 2013 *Tentang Anggaran Pendapatan Belanja Daerah Provinsi Sulawesi Barat*.
- [18] Peraturan Daerah Nomor.1 Tahun 2013 *Tentang Rencana pembangunan jangka Menengah Daerah RPJMD Provinsi Sulawesi Barat*
- [19] Keputusan Gubernur Provinsi Sulawesi Barat Nomor.12 Tahun. 2013 *Tentang Pembentukan Tim Anggaran Pemerintah Daerah*
- [20] Keputusan Dewan Perwakilan Rakyat Daerah Provinsi Sulawesi Barat Nomor 1 Tahun .2012 *Tentang Pembentukan Badan Anggaran DPRD*.

## AUTHORS

**First Author** – Juanda Nawawi ,Email: juandanawawi1808@gmail.com, Department of Politics and Government , Faculty of Social Sciences Hasanuddin University Makassar, Indonesia